

**VILLAGE OF CLEMMONS PLANNING BOARD DRAFT
STAFF REPORT**

PETITION INFORMATION	
Docket #	C-209
Staff	Megan Ledbetter
Petitioner(s)	Hankins Companies, LLC
Owner(s)	Village Pointe LLC
Subject Property	2394 Lewisville-Clemmons Road
Type of Request	Special Use Zoning District Rezoning
Proposal	<p>The petitioner is requesting to amend the Official Zoning Maps for the subject property from PB-S(uses as noted below) to PB-S (Pedestrian Business-Special Use); TWO PHASE. The petitioner is requesting the following uses:</p> <p>Residential Building, Single Family, Residential Building, Townhouse, Residential Building, Multifamily, Boarding Or Rooming House, Combined Use, Congregate Care Facility, Family Group Home B, Family Group Home C, Life Care Community, Retail and Wholesale Trade , ABC Store , Arts And Crafts Studio, Food Or Drug Store, Furniture And Home Furnishings Store, General Merchandise Store Hardware Store, Nursery, Lawn And Garden Supply Store, Retail, Restaurant (Without Drive-Through) , Retail, Specialty Or Miscellaneous , Shopping Center, Business and Personal Service, Banking And Financial Services, Bed And Breakfast, Building Contractors, General, Funeral Home, Health Services, Miscellaneous, Hotel Or Motel, Medical Or Dental Laboratory, Medical And Surgical Offices, Non-Store Retailer, Offices, Miscellaneous, Offices, Professional , Services, Personal, Testing And Research Lab, Recreational Uses Recreation Services, Indoor, Recreation Services, Outdoor, Recreation Facility, Public, Swimming Pool, Private, Theater, Indoor, Academic Medical Center, Adult Day Care Home, Adult Day Care Center, Child Care (Drop-in), Child Care Institution, Child Care (Sick Children), Child Day Care Center, Child Day Care, Small Home , Church or Religious Institution, Community, Church or Religious Institution, Neighborhood, Club or Lodge, College or University, Government Offices, Group Care Facility A, Group Care Facility B, Habitation Facility C, Hospital or Health Center, Institutional Vocational Training Facility, Library, Public, Museum or Art Gallery, Neighborhood Organization, Nursing Care Institution, Police or Fire Station, Post Office, School, Private, School, Public, School, Vocational or Professional, Stadium, Coliseum, or Exhibition Building, Transportation and Utilities, Broadcast Studio, Park and Shuttle Lot, Parking, Commercial</p>

	NOTE: Both general and special use district zoning were discussed with the petitioner(s) who decided to pursue the rezoning as presented. With a General use, all uses in the District must be considered.		
Zoning District Purpose Statement	The PB District is primarily intended to accommodate office, retail, service, institutional and high density residential uses which customarily serve community and convenience business needs of smaller communities and urban nodes in the city and county. The district is intended to encourage the development of attractive, identifiable small towns, and to accommodate the pattern of building in the business concentrations surrounding the central core of Winston-Salem, and the central core of other municipalities in the County. The district should demonstrate pedestrian oriented design through elements such as buildings pulled up to the street, on-street parking, street trees, covered arcades, awnings, storefront display windows, public/private outdoor spaces, wide sidewalks, and building entrances facing the street. This district is intended for application in GMAs 1, 2 and 3.		
Applicable Rezoning Consideration from Chapter B, Article VI, Section 6-2.1(S)	(S)(1) - Is the proposal consistent with the purpose statement(s) of the requested zoning district(s)?		
	YES		
GENERAL SITE INFORMATION			
Location	At the corner of Gentry Lane and Clemmons Point Drive (current address is 2394 Lewisville-Clemmons Road)		
Jurisdiction	Village of Clemmons		
Site Acreage	19.17 acres		
Current Land Use	The current property is vacant and is zoned PB-S		
Surrounding Property Zoning and Use	Direction	Zoning District	Use
	N	PB-S	Retail, office, restaurants
	E	GB-S/LO-S, HB	Restaurant(s), financial institution
	S	PB-S	Multi-family
	W	PB-S	Vacant
Applicable Rezoning Consideration from Chapter B, Article VI, Section 6-2.1(S)	(S)(2) - Is/are the use(s) permitted under the proposed classification/request compatible with uses permitted on other properties in the vicinity?		
	Yes, the site adjoins a mixture of uses multi-family, professional offices, banking, restaurants, and a mixed use center directly to the north		
Physical Characteristics	The site has a varied topography from north to south with steep slopes		
Proximity to Water and Sewer	Public water and sewer are available.		

Stormwater/ Drainage	<ul style="list-style-type: none"> • Obtain Stormwater Management and Occupancy permits 			
Watershed and Overlay Districts	Located in the Yadkin River Watershed and is designated as a WS-IV PA Water Supply Watershed.			
Historic, Natural Heritage and/or Farmland Inventories	n/a			
Analysis of General Site Information	The site requires a stormwater management and occupancy permits.			
Generalized Recommended Conditions	<p><u>BRIEF DESCRIPTION OF CONDITION(S):</u></p> <ul style="list-style-type: none"> • OBTAIN A STORMWATER MANAGEMENT AND OCCUPANCY PERMIT 			
SITE ACCESS AND TRANSPORTATION INFORMATION				
Street Name	Classification	Frontage	ADT Count	Capacity/LOS
Located off Lewisville-Clemmons Road	Major Thoroughfare	No direct frontage	28,000	34,600
Gentry Lane	Local Street	642'	N/A	N/A
Clemmons Point Drive	Local Street	462'	N/A	N/A
Jesse Lane	Local Street	51'	N/A	N/A
Proposed Access Point(s)	The site plan proposes full access at Gentry Lane as well as Clemmons Point Drive. Jesse Lane continues through the center of the site to provide a main street and a connection for secondary access to the Parr Apartment complex.			
Planned Road Improvements (Village Transportation Plan 2009)	The VTP(2009) recommends Lewisville-Clemmons Road between I-40 and Peace Haven Road be constructed as a four lane divided major thoroughfare with raised median, curb and gutter, standard inside lanes, widened outside curb lanes with sidewalks. Peace Haven Road is recommended to extend turn lanes with a raised median along this segment of the corridor included a sidewalk along the eastern side of Peace Haven Road.			
Trip Generation -	<u>Existing-</u> The current site is vacant therefore there is not a trip generation			

Existing/Proposed	<p>associated with it currently.</p> <p>Proposed- Based on the Traffic Impact Analysis completed by Ramey Kemp and Associates on December 29, 2015 the total site provides the 8,308 trips per day based on the uses associated with the site plan that include: residential condominium(s), All Suites Hotel, General Office, Retail, Supermarket and High-Turnover (sit-down restaurant) as described in the ITE manual.</p> <p>AM Peak Trips: 280 Entering/179 Exiting Midday Peak: 341 Entering/290 Exiting PM Peak 360 Entering/362 Exiting</p> <p>A portion of these trips will be captured internally between the residential and commercial land uses (that are part of the proposed development, as well as an adjacent residential development); while others will be attracted from adjacent facilities and are referred to as pass-by trips. Based on the data provided by Ramey Kemp and Associates there will be 218 primary new trips per day.</p>
Sidewalks	
Transit	There is not any proposed transit in the general vicinity.
Traffic Impact Study (TIS)	<p>The Traffic Impact Study completed by Ramey Kemp recommends the following based on the Village of Clemmons thresholds for mitigation.</p> <p>TIA OBSERVATIONS:</p> <p>These comments are subject to change based on the Final TIA. The comments are grouped by intersection.</p> <p><u>Peace Haven Road at Lewisville-Clemmons Road</u></p> <ul style="list-style-type: none"> • The intersection is projected to drop in LOS from a C (No Build) to a D (Build condition) for the overall intersection. During the mid-day peak hour, the NB approach is projected to change in LOS from a B to a C (No Build to Build). According to the NCDOT driveway manual the applicant shall be required to identify mitigation improvements to the roadway network if average delay (overall or approach) exceeds 25%, LOS degrades by one level, LOS is F. • No mitigation is recommended as required per NCDOT and Village Guidelines. <p><u>Towncenter Drive/Allegacy Way at Lewisville-Clemmons Road</u></p> <ul style="list-style-type: none"> • The intersection is projected to degrade from LOS B to C with the introduction of site traffic in the Mid-Day and PM peak hour, respectively. Delay is also projected to increase between 24-73% for these peak hours. No mitigation is recommended as required per NCDOT and Village Guidelines. • The NB right-turn lane queue is projected to exceed the available storage (160 feet) in the No Build condition (380 feet) and in the

Build condition (282 feet).

- The SB right-turn lane queue is projected to exceed the available storage (90 feet) in the No Build condition (142 feet) and in the Build Condition (214 feet).

I-40 EB Ramps at Lewisville-Clemmons Road

- The NB approach is projected to degrade from LOS B to C in the AM peak hour.
- The SB approach is projected to degrade from LOS A to B in the Mid-Day peak hour, and LOS C to D in the PM peak hour. In the PM peak hour SB approach is projected to have a 27.5% increase in delay for the intersection.

No mitigation is recommended as required per NCDOT and Village Guidelines.

Peace Haven at Village Club Lane

- The EB right-turn lane queue is projected to exceed the available storage (100 feet) in the build condition.
- The WB left-turn lane queue is projected to exceed the available storage (100 feet) in the build condition.

Jessie Lane at Town Center Drive

- The SB approach of the intersection is projected to degrade from LOS B to LOS D in the AM peak hour. The average delay is projected to increase by 104%.
- The SB approach of the intersection is projected to degrade from LOS C to LOS F in the Midday peak hour. The average delay is project to increase by 262%.
- The SB approach of the intersection is projected to degrade from LOS C to LOS F in the PM peak hour. The average delay is projected to increase by 340%.

Mitigation is suggested for the intersection, but not recommended to installation

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No mitigation is recommended as required per NCDOT and Village Guidelines.

Towncenter Drive/Allegacy Way at Lewisville-Clemmons Road

- The intersection is projected to degrade from LOS B to C with the introduction of site traffic in the Mid-Day and PM peak hour, respectively. Delay is also projected to increase between 24-73% for these peak hours.

No mitigation is recommended as required per NCDOT and Village Guidelines.

- The NB right-turn lane queue is projected to exceed the available storage (160 feet) in the No Build condition (380 feet) and in the Build condition (282 feet).
- The SB right-turn lane queue is projected to exceed the available storage (90 feet) in the No Build condition (142 feet) and in the Build Condition (214 feet).

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No mitigation is recommended as required per NCDOT and Village Guidelines.

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	<p>LOS C to LOS F in the Midday peak hour. The average delay is project to increase by 262%.</p> <ul style="list-style-type: none"> • The SB approach of the intersection is projected to degrade from LOS C to LOS F in the PM peak hour. The average delay is projected to increase by 340%. <p>Mitigation is suggested for the intersection, but not recommended to installation.</p> <p><u>Based on the items identified in the Technical Review Comments on TIA Observations sections, staff recommends the following:</u></p> <ul style="list-style-type: none"> • Extension of the existing NB right-turn lane on Lewisville Clemmons Road at Allegacy Way/Towncenter Drive to 280 feet. • Extension of the existing SB right-turn lane on Lewisville-Clemmons Road at Allegacy/Towncenter Drive to 225 feet. • Extension of the proposed EB right-turn lane on Peace Haven Road at Village Club Lane to 150 feet. • Extension of the proposed WB left-turn lane on Peace haven Road at Village Club Lane to 250 feet. • Install an all-way stop at the intersection of Jessie Lane and Towncenter Drive.(a future intersection study to be completed once the second phase occurs)
<p>Analysis of Site Access and Transportation Information</p>	<p>The overall site has adequate connectivity by providing access points on both Gentry Lane and Clemmons Point Drive from Lewisville-Clemmons Road. Jessie Lane currently serves as a fire access road for the Parr Apartments. With the development proposal the road is completed to provide a safe secondary access for the apartment development and provides a signature main street for the Village Square development. Furthermore with the completion of Village Point Drive patrons of the proposed development will have the opportunity to access the site from three major/minor thoroughfares: Lewisville-Clemmons Road, Peace Haven Road and Harper Road allowing for distributed trips.</p> <p>Lastly, the Village originally requested the developer to remove the cul-de-sac at Gentry Lane and connect a road to Village Point Drive. Due to wetland mitigation, stormwater requirements and cost it was determined the road connection was not financially feasible for the development. The Village staff weighed the benefits of the connection vs. alternative routes and determined there was adequate connections through Jessie Lane to Village Point Drive and the driveway access at the cul-de-sac provided a similar connection point as the original request. (see attached study)</p>
<p>Generalized Recommended</p>	<p><u>BRIEF DESCRIPTION OF CONDITION(S):</u></p> <ul style="list-style-type: none"> • DRIVEWAY PERMIT ISSUED BY THE VILLAGE OF

Conditions	CLEMMONS • NCDOT DRIVEWAY PERMIT IF NECESSARY • DEDICATE JESSIE LANE				
SCHOOL DISTRICT INFORMATION					
Schools Serving Zoning Site	Project Students From Project	2014-2015 Enrolled Students	2014-2015 Projected Students w/ Accumulated Totals	School Capacity	Number of Mobile Classrooms on Site
Morgan Elementary	N/A				
Clemmons Middle	N/A				
West Forsyth High School	N/A				
School System Remarks and Analysis					
CONFORMITY TO PLANS AND PLANNING ISSUES					
Legacy GMA	GMA 3 (Suburban Neighborhoods)				
Relevant Legacy Recommendations	<ul style="list-style-type: none"> • When residential, retail and employment uses are mixed it becomes possible to walk instead of drive for some trips. At employment locations, a mix of uses allows employees to take care of day-to-day errands within walking distance of their jobs. Similarly, locating services adjacent to residential neighborhoods allow people to do these errands on their way to and from work. • Creating more “compact development” will necessitate increasing the overall intensity and density of residential and commercial development in areas with public sewer, good roads and other urban services. • Consider rezoning land where public facilities become available when this promotes urban standards of development, contributes to the reduction of sprawl and maximizes the use of costly infrastructure • To promote a sense of community and to reduce dependence on the automobile, neighborhoods with sidewalks, street trees and houses close to the street and to each other should be created. 				

Community Compass 2010	<p>The <i>Community Compass</i> (2010) denotes this area as part of the Mixed Use Commercial Land Use. Recommendations for this land use include:</p> <ul style="list-style-type: none"> • Promote the development or redevelopment of existing commercial corridors to make them accessible by car, bike, and foot and to make them more visually appealing from the road, and to make corridors safer and less stressful to navigate. • Developments should be master planned and designed in a manner that provides a vertical or horizontal mix of uses. • Developments should be designed with consistent design themes including architecture features and signage. Internal circulation for vehicles and pedestrians should be provided between uses
Thoroughfare Plan Information	n/a
Greenway Plan Information	There are not any proposed greenway trails in the vicinity of this development.
Other Applicable Plans and Planning Issues	n/a
Applicable Rezoning Consideration from Chapter B, Article VI, Section 6-2.1(S)	<p>(S)(3) - Have changing conditions substantially affected the area in the petition? No</p> <p>(S)(4) - Is the requested action in conformance with <i>Community Compass/Legacy</i>? Yes</p>
Analysis of Conformity to Plans and Planning Issues	<p>The proposed development consists of approximately 19 acres at the northwest quadrant of Lewisville-Clemmons Road. The site was originally part of a larger rezoning in 2006 to PB-S and included over 500,000 square feet of retail and office uses on 66 acres. The approved development provided an opportunity to develop a “main street” shopping and work experience in the Village of Clemmons that has been desired by residents for some time. However, due to the downturn of the economy the approved Village Point project was never started leaving 66 acres of vacant Pedestrian Business zoning adjacent to the existing retail site of Panera to the north and the since approved 124 acre Novant site to the west. The property has been split into a variety of tracts for future development. The first phase of the Village Point site was a 312 unit apartment complex fulfilling the need of a residential component to the Village Point Small Area giving the critical mass of residence to allow for a pedestrian friendly mixed use development to be viable in</p>

this area.

When the Village approved the Parr Apartments staff was cautious of the road alignment due to the concern of the “main street” concept being difficult with the available land left. With careful planning this developer has provided appropriate secondary access to the apartment complex but most importantly has provided a “main street” concept as part of the design. The site is the first vertical mixed use proposal submitted to the Village of Clemmons that provides commercial, retail, dining, lodging and living opportunities. Thus, lining the proposal in direct conformity with the Village Point Small Area plan and the Community Compass. It is consistent with urban design principles and guidelines detailed in the plan including buildings built close to the street, on-street parking, sidewalks, street trees, public open spaces, protection of natural resources and road connectivity.

The developer is commended for designing a site that has acreage and outside development constraints that provides the “main street” opportunity for Village Point. This includes the variety of uses, placement and massing of the buildings, creative parking design, street lighting, pedestrian crosswalks, ground level storefronts and areas for visitors to congregate which are the ingredients to create satisfying social as well as economic activities there. Staff believes that the proposed development will provide a catalyzing affect to allow the surrounding residential, office, retail and restaurant uses to thrive in a mixed use pedestrian friendly area in the Village.

RELEVANT ZONING HISTORIES

Case	Request	Decision & Date	Direction from Site	Acreage	Recommendation	
					Staff	PB
C-163	RS-15, RS-20 and PB-S to PB-S	Approval 10.09.06	Portion of site	66 acres	Denial	Approval
C-207	RS-15, RS-20 and PB-S to PB-S	Approval 01.11.16	South	19 acres	Approval	Approval
C-151	RS-20 & RS-15 to MU-S (Multiple Uses) Two Phase	Withdrawn at 7-19-05 PB meeting	Portion of site	101.97 acres	Withdrawn	Approval

C-195	PB-S to PB-S	Approved December 2013	South of site	19 acres	Approval	Approval
SITE PLAN COMPLIANCE WITH UDO REQUIREMENTS						
Building Square Footage	Square Footage			Placement on Site		
	139 room hotel, 34,400 sq feet of office, 23,100 sq feet food store, 19,900 sq feet sit down restaurants, 7 multi-family units(townhomes), 35,300 sq. feet retail-general merchandise and 4,600 sq. feet of retail misc.			Fronting the main street or ground level		
Parking	Required	Proposed		Layout		
	507	677		Dispersed throughout the site		
Building Height	Maximum			Proposed		
	60/unlimited			3-story with below grade parking on the west side		
Impervious Coverage	Maximum			Proposed		
	70%			38.76		
UDO Sections Relevant to Subject Request	Chapter B, Article II, Section 1.3 Chapter B, Landscape Standards Chapter C, Environmental Ordinance					
Complies with Chapter B, Article VII, Section 7-5.3	(A) <i>Legacy policies:</i>			Yes		
	(B) <i>Environmental Ord.</i>			Yes, needs to relocate the location of the stormwater pond for future stub connection.		
	(C) <i>Subdivision Regulations</i>			N/A		
Analysis of Site Plan Compliance with UDO Requirements	It is anticipated that this site will meet all UDO requirements.					
REMAINING SITE PLAN ISSUES						
Issue				Status		

CONCLUSIONS TO ASSIST WITH RECOMMENDATION	
Positive Aspects of Proposal	Negative Aspects of Proposal
Provides a wide variety of uses with pedestrian connections that give the Village the first “main street” vertical mixed use development	The site does provide excessive parking without a pervious parking option.
	The development does add additional trips to the area but it is anticipated mitigation as recommended by the Village of Clemmons Traffic Consultant will occur.

SITE-SPECIFIC RECOMMENDED CONDITIONS OF APPROVAL

The following proposed conditions are from interdepartmental review comments and are proposed in order to meet codes or established standards, or to reduce negative off-site impacts.

PRIOR TO THE ISSUANCE OF ANY PERMITS:

- a. The Developer shall obtain a stormwater management permit from the Village of Clemmons Stormwater Administrator.
- b. The Developer shall obtain a grading permit if 10,000 square feet or more is disturbed.

PRIOR TO THE ISSUANCE OF GRADING PERMITS:

- a. The Developer shall obtain a driveway a driveway permit from the Village of Clemmons and the North Carolina Department of Transportation and compile with conditions for right-in/right-out access. NCDOT may require additional improvements.

PRIOR TO THE ISSUANCE OF BUILDING PERMITS

- a. The Developer shall submit a utility plan for review
- b. The Village of Clemmons Planning Department shall review and approve building elevations for all buildings to ensure consistency with the Village Point Design Guidelines.
- c. Developer shall submit details of lighting and crosswalk design for review and approval by the Village of Clemmons Planning Department. All crosswalks and decorative lighting shall be consistent with the current theme in the Village Point area.
- d. Developer shall submit a detailed landscaping plan along Gentry Lane and Clemmons Point Drive that adequately provides screening from the parking lot adjacent to each roadway.
- e. Developer shall have internal infrastructure in place and it shall support 90,000 pounds for fire apparatus movement.

PRIOR TO THE ISSUANCE OF OCCUPANCY PERMITS:

- a. Developer shall obtain a stormwater occupancy permit from the Village of Clemmons Stormwater Administrator
- b. Developer shall dedicate Jessie Lane to the Village of Clemmons
- c. Developer shall complete agreed upon mitigation for traffic impacts
- d. Developer shall verify there is a fire hydrant within 400' of the proposed structure.
- e. Developer shall provide a greenway connection to the existing trail system to the West of the proposed development

OTHER CONDITIONS:

- a. All on site lighting shall be a maximum of 25 feet tall and shall be of the full cut off type or otherwise designated not to cast direct light on adjacent properties. Lighting shall be in conformance with the submitted Photometric Plan with light levels not to exceed the 0.5 foot-candle limit at the property line.
- b. All proposed and existing utilities onsite shall be underground.
- c. The compact shall be screen on three sides with masonry material/construction.

STAFF RECOMMENDATION: APPROVAL

NOTE: These are **staff comments** only; final recommendations on projects are made by the Village of Clemmons Planning Board, with final decisions being made by the appropriate Elected Body, who may approve, deny, table or request modification for any project. **THE APPLICANT OR REPRESENTATIVE IS STRONGLY ENCOURAGED TO ATTEND THE PUBLIC HEARINGS WHERE THE CASE WILL BE CONSIDERED BY THE PLANNING BOARD AND THE ELECTED BODY.**